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FINANCING OF THE UNITED NATIONS ANGOLA VERIFICATION MISSION

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REPORT OF THE INTERNATIONAL LAW COMMISSION ON THE WORK OF ITS FORTY-FIFTH SESSION

FINANCING OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

FINANCING OF THE UNITED NATIONS PEACE-KEEPING FORCE IN CYPRUS

Letter dated 28 October 1993 from the Permanent Representative of Cyprus to the United Nations addressed to the Secretary-General

I have the honour to transmit to you herewith the text of the Limassol Commonwealth Communiqué adopted at the Meeting of the Heads of Government of the Countries of the Commonwealth, held at Limassol, Cyprus, from 21 to 25 October 1993 (see annex).

I should be grateful if the text of the present letter and its annex* is circulated as an official document of the General Assembly under agenda items 24, 31, 34, 38, 42, 44, 50, 54, 71, 77, 91 (c), 91 (h), 91 (j), 92, 93, 95 (a), 99 (a), 99 (b), 100, 101, 104, 109, 110, 111, 112, 114, 117, 131, 140, 143, 149 and 160.

(Signed) A. SHAMBOS
Ambassador
Permanent Representative
of the Republic of Cyprus
to the United Nations

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* Circulated in the original language of submission only.

Annex

COMMUNIQUE ADOPTED AT THE MEETING OF THE HEADS OF GOVERNMENT OF THE COUNTRIES OF THE COMMONWEALTH, HELD AT LIMASSOL, CYPRUS, FROM 21 TO 25 OCTOBER 1993

LIMASSOL STATEMENT ON THE URUGUAY ROUND

Commonwealth leaders representing a wide range of developed and developing countries are unanimous in affirming the urgent need for a successful and substantial outcome to the Uruguay Round of Multilateral Trade Negotiations.

Recognising the contribution that trade liberalisation and better international trade rules can make to economic growth and development, we believe that a strong multilateral trading system is the best guarantor that all countries, both developed and developing, will share in these benefits.

We are convinced that a successful conclusion of the Uruguay Round will provide a much needed stimulus to the world economy as a whole as well as to individual Commonwealth members. Failure would mean not only lost opportunity but the likelihood of increased protectionism and unilateralism.

Accordingly, we affirm our commitment to a comprehensive, equitable and balanced conclusion of the Uruguay Round by 15 December 1993, which must be seen as the final deadline.

After seven years of effort, now is the time to secure the benefits of a successful Round package. This must cover all aspects of the negotiations including trade rules and market access in the three areas of industrial goods (including textiles, resource-based and other products of particular export interest to developing countries), agriculture and trade in services. The outcome must reflect the needs of the wider trading community, and not just those of sectional interests.

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The basis for reaching settlement is the Draft Final Act. We stress the need to avoid actions which could seriously jeopardise successful conclusion of the negotiations in the limited time available.

On industrial goods, we call on the four parties to the Tokyo Accord on tariff reduction to build urgently on the commitments they made, to secure a substantial market access package in which all can participate through improved offers. Given the importance of agriculture to both developing and developed countries, we emphasise the need for an outcome which liberalises market access and reduces domestic support and export subsidies in accordance with the Draft Final Act, as modified by the Blair House Accord. Recognising also the importance of trade in services, we call for maximum adherence and the broadest coverage of services sectors. To achieve this, there must be an improvement in offers of initial liberalisation commitments consistent with levels of development.

We underline the importance we attach to future trade relations being conducted in accordance with an integrated system of strengthened GATT rules and an effective GATT dispute settlement system, which eschews unilateral action.

In pursuing the above objectives, we emphasise that the principal trading nations should take full account of the needs and concerns of developing countries, particularly the least developed, including their food interests and international treaties already in place.

The time that remains for successful conclusion of the Round is now very short. Only 55 days remain and we are therefore despatching a Ministerial mission to selected capitals to call upon key participants and to urge them to negotiate positively and flexibly to reach final agreement.

22 October 1993

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COMMUNIQUÉ

Introduction

Commonwealth Heads of Government met in Cyprus from 21-25 October 1993. Of the 47 countries which attended the meeting, 36 were represented by Heads of State or Prime Ministers. The Meeting was chaired by the President of Cyprus, Mr Glafcos Clerides.

2. Heads of Government transmitted a message of felicitations to the Head of the Commonwealth, Her Majesty Queen Elizabeth II.

3. Heads of Government welcomed with particular pleasure the opportunity of meeting in Cyprus and recorded deep appreciation of the excellent arrangements for the meeting and for the warm welcome and gracious hospitality extended by the Government and people of Cyprus.

Global Trends and Prospects

4. Heads of Government recalled the view expressed in their Harare Communiqué that the end of the Cold War had provided new opportunities and greatly improved prospects for international peace, security and economic development. They welcomed the growing co-operation among the major powers for easing of global tensions. This offered the promise of a more secure and stable world and scope for more meaningful efforts to redress the chronic problems of poverty, hunger, ignorance, disease and environmental degradation. Heads of Government, however, agreed that at the same time, the high hopes associated with the end of the Cold War had been clouded by the proliferation of a new generation of problems; lasting peace still remained elusive in many parts of the world.

5. Heads of Government reaffirmed their support for the United Nations and other international organisations engaged in the search for global peace, security and social and economic development. They expressed their conviction that full and complete commitment to the principles and purposes of the UN Charter was essential for promoting peace and security. They recognised that the United Nations was now better placed than ever before to fulfil the role envisaged by its founders. Responding to the appeal made by the UN Secretary-General in his An Agenda for Peace, they took the view that the Commonwealth and regional organisations, taking into account relevant provisions of the UN Charter, could play a useful and practical role in support of the efforts of the United Nations to build peace and prosperity for all the peoples of the world.

The Emergence of a Global Humanitarian Order

6. Having discussed the Special Theme of the Meeting: 'The Emergence of a Global Humanitarian Order', and acknowledging its importance, Heads of Government requested the Commonwealth Secretary-General to constitute, in consultation with

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Commonwealth governments, a high-level intergovernmental group to examine specific ways in which the Commonwealth could make the fullest possible contribution to the work of the international community on this theme. The report of the group would be for consideration by governments.

Democracy and Human Rights

7. Heads of Government expressed particular satisfaction at the increasing appeal of and commitment to democratic ideals, both within the Commonwealth and elsewhere. They reaffirmed, inter alia, their commitment to democracy, fundamental human rights, the rule of law, the independence of the judiciary and just and honest government, as essential ingredients of the Commonwealth's fundamental political values. Affirming the importance of the Vienna Declaration and Programme of Action adopted by the World Conference on Human Rights in June 1993, they reiterated that all human rights were universal, indivisible, interdependent and interrelated. They stressed that democracy, development and respect for human rights and fundamental freedoms were interdependent and mutually reinforcing. They welcomed the reaffirmation of the right to development, as stated in the Declaration on the Right to Development, as a universal and inalienable right and an integral part of fundamental human rights.

8. Heads of Government further reiterated their commitment to the International Bill of Human Rights, and called on member governments which had not already done so to make every effort to become party to the International Covenants on Economic, Social and Cultural Rights and on Civil and Political Rights by 1995.

9. Heads of Government reaffirmed that women's rights were an integral and indivisible part of human rights and supported the principles embodied in the Vienna Declaration on Human Rights and the Convention on the Rights of the Child. They urged all Commonwealth governments to ratify by 1995 the Convention on the Elimination of All Forms of Discrimination Against Women. They regarded violence against women as a contravention of women's rights and called on all governments to adopt the draft UN Declaration on the Elimination of Violence against Women.

10. Heads of Government expressed their appreciation for the proclamation of 1993 as the International Year of the World's Indigenous People as a reaffirmation of the commitment of the international community to protect the human rights and fundamental freedoms of indigenous people and ensure respect for the diversity of their cultures and identities.

11. Heads of Government expressed serious concern at the continuing trends of ethnic chauvinism, xenophobia, racism and other related forms of intolerance, in particular their contemporary manifestations, which posed increasingly grave threats to peace and communal harmony. They pledged their commitment jointly and severally to combat discrimination in all

its forms in their own countries, with emphasis on maintaining the rule of law and measures to promote the development of human rights institutions and other enduring strengths of pluralist society.

Terrorism

12. Heads of Government reaffirmed their strong condemnation of terrorism in all its forms, including the taking of hostages, as one of the most dangerous and pernicious threats to stability and to human rights. They reiterated their determination to combat terrorism, whether perpetrated by individuals, groups or states, by every means possible, through bilateral and multilateral co-operation.

Disarmament

13. Heads of Government welcomed the recent START I and II treaties, called upon Ukraine and Kazakhstan to ratify START I and noted their undertakings to fulfil the obligations entered into in the Lisbon Protocol. They welcomed the decision of the Conference on Disarmament to work for a universal and verifiable Comprehensive Test Ban Treaty and urged all nuclear weapon states to refrain from testing pending its conclusion. They expressed concern at the threat of proliferation of nuclear and other weapons of mass destruction. Noting that an NPT Review and Extension Conference would be convened in 1995, Heads of Government of the States Party urged all NPT signatories to contribute to the successful outcome of the Conference. Welcoming the conclusion of a Chemical Weapons Convention, Heads of Government called on all states to ratify it at the earliest possible date and thus enable its rapid entry into force. They also called for the strengthening of the provisions contained in the Biological Weapons Convention. They underlined the need to curb the build-up of conventional weapons beyond the legitimate requirements of self-defence.

Small States

14. Heads of Government heard with interest a report by the Chairman of the Commonwealth Ministerial Group on Small States which had held its first meeting on 24 October in Limassol. Noting Ministers' conviction that their meeting had been a useful one which had enabled them to address the implications of recent international events for small states' development and security, they endorsed the Group's view that further meetings should be held in the wings of CHOGMs and other major international conferences as appropriate. They welcomed the Secretary-General's intention to convene a consultative group of senior officials to meet in London between further ministerial meetings. They also endorsed Ministers' recommendation that the Secretariat should continue to provide support to Commonwealth small states,

particularly in relation to the forthcoming Global Conference on the Sustainable Development of Small Island States.

Southern Africa

15. Heads of Government were of the view that the international community should continue to give all possible support and assistance to the countries of the Southern Africa region to enable them to repair the damage resulting from the years of destabilisation and conflict. They expressed the hope that South Africa would be integrated into the regional economy in a balanced and equitable manner.

South Africa

16. Heads of Government reviewed developments in South Africa since their last Meeting. They noted that major progress had been made at the multi-party negotiations. Of decisive importance were the agreement on 27 April 1994 as the date for the election to a Constituent Assembly and the passage in September 1993 of the Transitional Executive Council (TEC) Bill to facilitate and promote the transition to a democratic order. Heads of Government agreed that those developments marked a point of irreversibility in the transition and brought into sight the ending of apartheid. They warmly welcomed those developments and commended South Africa's leaders for setting the higher national interest above all partisan considerations.

17. They endorsed the decision of the Commonwealth Committee of Foreign Ministers on Southern Africa (CFMSA), announced by the Secretary-General on 24 September 1993, that the Harare conditions for the lifting of trade, investment and financial sanctions had been met. The arms embargo would however continue in force until a new post-apartheid South African Government was firmly established, with full democratic control and accountability.

18. In lifting all economic sanctions, Heads of Government endorsed the appeals by President de Klerk and Mr Nelson Mandela for foreign investment in and increased trade with South Africa to help overcome the social and economic legacy of apartheid.

19. But in welcoming the progress made at the negotiations, Heads of Government also recognised that the process remained fragile. A number of parties had withdrawn from the negotiations and the opposition from the extreme right wing to the transitional process in general and to the establishment of the TEC in particular had become more pronounced in recent months. In the face of all that, Heads of Government agreed that the pre-eminent need was to help safeguard the process so as to ensure that a united, democratic and non-racial South Africa emerged from it. They called on all parties to ensure that agreements reached in the multi-party negotiations were adhered to, to put

an end to violence and participate fully in the emerging democratic life of their country.

20. Heads of Government looked forward to a new democratic South Africa where, as an affirmation of its total repudiation of the apartheid past, the human rights and fundamental freedoms of all its people would be fully respected. They agreed that, in keeping with its own ethos and the principles of its Harare Declaration, the Commonwealth would render whatever assistance it could to ensure the promotion of those rights in the interest of the stability and orderly development of the new South Africa.

21. Heads of Government noted that the Commonwealth Observer Mission to South Africa (COMSA), which had been in the country since October 1992, had made an important and widely acknowledged contribution towards helping to stem the violence, reconcile communities, return refugees and initiate socio-economic reconstruction. They commended the work of the Mission and agreed that it should remain in South Africa until after the election planned for April 1994 when the situation would be reviewed in consultation with the new, democratically elected government.

22. Heads of Government recognised the historic significance of the April 1994 election. But they also recognised the difficulties in the way of a free and fair election in view of the prevailing circumstances in the country. They therefore agreed that a sizeable international observer presence would be indispensable if confidence in the process was to be assured and the people of South Africa enabled to cast a valid ballot. They saw a Commonwealth Election Observer Group as an important component of that wider international presence. A number of governments indicated that they would provide contributions to a special voluntary Commonwealth fund set up to help meet the cost of the Observer Group.

23. Heads of Government noted with approval that, with funding from the Commonwealth Fund for Technical Co-operation (CFTC), a programme of developmental activities had been initiated to strengthen National Peace Accord structures and assist the transition to a non-racial democracy. They accorded particular priority to the provision of technical assistance and training to promote improved police/community relations and in support of the Independent Electoral Commission (IEC), the Independent Media Commission (IMC), the Independent Broadcast Authority (IBA) and other institutions intended to facilitate the transition.

24. Heads of Government stressed that while the Commonwealth and the wider international community would continue to do all they could to help contain the violence and advance the process of transition, only South Africa's leaders, working together in a spirit of national reconciliation, could ensure lasting peace. They therefore called on all parties to contribute constructively to the negotiating process and to the emergence of a non-racial and democratic South Africa. In that context, they reaffirmed the support of the Commonwealth for the Multi-Party Negotiating

Process (MPNP) and pledged to continue to do all in their power to advance it.

25. Heads of Government paid tribute to the CFMSA under the Chairmanship of the Secretary of State for External Affairs of Canada, for its contribution to the Commonwealth effort to help end apartheid and agreed that the Committee should continue to monitor developments in South Africa on behalf of the Commonwealth until after the election in April 1994.

26. While it was for the new, democratically elected government in South Africa to decide on whether it should seek to return to the Commonwealth, Heads of Government looked forward to welcoming a non-racial and democratic South Africa back into the Commonwealth at the earliest possible opportunity.

27. Heads of Government welcomed the decision taken jointly by the United Nations and the Commonwealth, in consultation with other donor agencies, on the convening of an international donors' conference on human resource development for a post-apartheid South Africa after the establishment of a government of national unity. They regarded that conference as an important forum for reviewing the human resource development needs of post-apartheid South Africa based on the Commonwealth Expert Group Report entitled **Beyond Apartheid: Human Resources in the New South Africa** and as a means of facilitating improved co-ordination among donors. They stressed the urgency of redressing the imbalances in skills inherited from apartheid in the context of a viable non-racial democracy. Accordingly, they called on all governments and donor agencies to support the initiative.

Mozambique

28. Heads of Government welcomed the General Peace Accord signed on 4 October 1992 between the Government of Mozambique and the Mozambique National Resistance Movement (RENAMO), as well as the ensuing ceasefire. However, they expressed concern at recurring delays in implementing the Accord and called upon RENAMO to comply fully with its terms, including the despatch of its personnel to the United Nations administered assembly points. Heads of Government saw the formation of a unified Mozambican Defence Force as integral to the peace process and called upon all the parties to ensure that such a force was established by the time of the election planned for October 1994.

29. Heads of Government also welcomed UN Security Council Resolution 863 and called on all concerned to co-operate in ensuring that multi-party elections were held by October 1994 as agreed. In particular they called on RENAMO to co-operate with the government in the speedy completion of an Election Law with provision for an effective and independent national electoral commission.

30. Heads of Government noted that the Special Commonwealth Fund for Mozambique established in Vancouver in 1987 had completed

five years of operation. They welcomed the arrangements made to maintain Commonwealth multilateral assistance to Mozambique and emphasised the importance of a continuing Commonwealth contribution to national reconstruction and democratic development in Mozambique.

Angola

31. Heads of Government noted that although UNITA had accepted the Bicesse Accords and the Abidjan Protocol and had indicated that it now recognised the result of the United Nations supervised election of September 1992, the war continued with untold human suffering and destruction. They deplored the continuation of the civil war and called upon UNITA to end hostilities and join in the democratic process and to observe all the relevant UN Security Council Resolutions on Angola. Heads of Government warned that failure on the part of UNITA to comply with those Resolutions would justify consideration of further sanctions and other measures.

Cyprus

32. Recalling the position they had adopted at Harare, Heads of Government reiterated their support for the independence, sovereignty, territorial integrity, unity and non-aligned status of the Republic of Cyprus. Noting that the United Nations resolutions on Cyprus had not been implemented, they stressed the importance of securing compliance with all the United Nations Resolutions on Cyprus and, in particular, Security Council Resolutions 365 (1974) and 550 (1984). In that connection, they emphasised the need for the speedy withdrawal from the Republic of Cyprus of all Turkish forces and settlers, the return of the refugees to their homes in conditions of safety, the restoration and respect of the human rights of all Cypriots and the accounting for those missing. Expressing grave concern at the influx of Turkish settlers, they emphasised that nothing should be done which would result in changes in the demographic structure of Cyprus.

33. Having in mind the United Nations Resolutions calling for the withdrawal of all foreign forces from the territory of the Republic, Heads of Government welcomed the offer of the Government of Cyprus that upon the complete withdrawal of such forces, it would assume any added cost of a United Nations Force in Cyprus until the Cyprus question was resolved.

34. Heads of Government shared the disappointment of the United Nations Secretary-General, as expressed in his latest report to the Security Council, regarding recent developments in respect of his mission of good offices in Cyprus, including that an agreement on the package of confidence-building measures had not yet been reached due to the negative attitude of the Turkish Cypriot side. They welcomed and fully supported the intention expressed by the Secretary-General in his report and the positive

response of the Security Council thereto, that unless progress was made on the Cyprus problem, the Secretary-General would request the Security Council to consider alternative ways to promote the effective implementation of the Security Council's many resolutions on Cyprus.

35. Heads of Government agreed that the Commonwealth Action Group on Cyprus should continue to monitor developments within the scope of its terms of reference including in particular assisting, upon request, the efforts of the United Nations Secretary-General.

Belize

36. Heads of Government reaffirmed their support for the security, sovereignty and territorial integrity of Belize. They therefore encouraged individual and collective solidarity with Belize. They urged Guatemala and Belize to resume and successfully conclude their dialogue, and, in that context, recognised the potential value of consultations between the Commonwealth and other relevant organisations. Heads of Government requested the Secretary-General to convene the Commonwealth Ministerial Group on Belize whenever necessary.

Mediterranean

37. Heads of Government reaffirmed their support for continuing efforts to bring about regional consultations among Mediterranean States with a view to strengthening co-operation and resolving problems in the region.

38. They noted that recent events in the region had underlined the linkage which exists between Mediterranean security and security in Europe as well as international peace and security. In that regard, they noted with interest the proposals for a Conference on Security and Co-operation in the Mediterranean and for the setting up of a Council for the Mediterranean to be a forum for political, economic and social dialogue for the region.

The Middle East

39. Reviewing international developments in relation to the Middle East, Heads of Government welcomed the signing on 13 September 1993 of the Declaration of Principles by the Government of Israel and the Palestine Liberation Organisation as representing an historic contribution to advancing reconciliation, peace and security in the region. They expressed the hope that the momentum for peace would be sustained and that negotiations involving all parties in the Middle East would lead to a just and comprehensive settlement in the interest of all the people of the region.

Bosnia-Herzegovina

40. Heads of Government expressed deep concern at the continuing hostilities and violence in Bosnia-Herzegovina. They strongly condemned the blatant violations of human rights, including the policy of 'ethnic-cleansing', as an affront to civilised humanity and called for an immediate end to these practices. Reaffirming the sovereignty, territorial integrity and independence of Bosnia-Herzegovina, they urged the international community to make all efforts to urgently arrive at a just, equitable and comprehensive political settlement based on strict adherence to the provisions of the UN Charter, the decisions of the Security Council, international law and the principles adopted by the London International Conference on the Former Yugoslavia, in order to preserve and protect the legitimate rights and dignity of all the Bosnian communities. They also urged all the parties involved in the conflict to co-operate in the achievement of such a political settlement.

Burundi

41. Heads of Government expressed profound outrage at the news of the overthrow of a democratically elected government in Burundi and strongly condemned the illegal seizure of power by the military. Upholding the principles and values of the Commonwealth contained in the Harare Declaration, Heads of Government called upon those who had seized power in Burundi to respect the democratic wishes of its people and restore to power the constitutionally and democratically elected government of President Melchior Ndadaye. They further called upon the international community to isolate the military junta until democracy was restored in that country.

Haiti

42. Heads of Government expressed deep concern at the continuing political crisis in Haiti and the resultant violation of human rights. They recorded their support for the joint UN-OAS action towards the restoration and institutionalisation of constitutional democracy in Haiti. They also called on the military forces in Haiti to respect the wishes of the Haitian people as expressed at the internationally supervised elections.

Cameroon

43. Heads of Government considered the application from Cameroon for Commonwealth membership. They resolved to welcome Cameroon to their next Heads of Government Meeting in 1995, and into membership of the association at that time, provided that the current efforts to establish a democratic system, consistent with the Harare Commonwealth Declaration, would by then have been completed.

World Economic Issues

44. Heads of Government noted that the world economy faced grave problems and uncertainties. At the same time, they believed that the current climate of low inflation and declining interest rates presented opportunities for economic recovery and growth and stressed the importance of building on these positive factors by combating protectionism and persisting with structural reform in all parts of the world. In that context they noted the positive contribution being made to world economic growth by developing countries through liberalising their trade and markets and through strong performance in some countries.

45. Heads of Government noted that, despite the impressive economic performance in some parts of the developing world, poverty and deprivation continue to prevail. They welcomed the broadening political consensus on adjustment strategies informed by market-friendly measures, combined with human resource development and poverty reduction, and taking into account the needs and potential of women. They noted that the performances of many countries were constrained by external impediments, particularly by debt burdens, weak commodity prices and deteriorating terms of trade. In that context, they stressed the special difficulties of sub-Saharan Africa. They emphasised that major efforts were still required throughout the developing world to overcome institutional, economic and financial barriers to stronger growth; at the same time, they recognised that these reforms should be supported by an appropriate blend of adjustment and external financing.

46. Heads of Government addressed issues concerning the Uruguay Round of multilateral trade negotiations. Recognising the importance of trade liberalisation to economic growth and development, Heads of Government issued the Limassol Statement on the Uruguay Round, in which they reaffirmed their commitment to a comprehensive, equitable and balanced conclusion of the Round by 15 December 1993. They decided to constitute a Ministerial Mission, comprising Ministers from Barbados, Canada, Ghana, Malaysia and Mauritius, which would call on the GATT Director-General in Geneva, the European Commission in Brussels and selected capitals to further the purposes set out in the Limassol Statement.

Debt and Financial Flows

47. Heads of Government expressed their concern at the continuing debt problems of many developing countries, despite the progress made in international debt arrangements since 1991. They called for such additional measures as may be necessary to reduce the debt burden of these countries to sustainable levels, and in particular for the full implementation of the Trinidad and Tobago and Houston Terms. In that context, they welcomed the call by the G-7 Tokyo Summit for the Paris Club to look again at the terms of relief available and stressed that the neediest

countries, with a track record of economic reform, should be offered early and sufficient reduction on their whole stock of official debt.

48. Heads of Government noted with concern the fact that Official Development Assistance had fallen in real terms and remained substantially below the internationally agreed target of 0.7 per cent of donor GNP. They urged that all efforts should be made to enhance the flow of official resources to the developing countries. While recognising the importance of the historic transformation of economies in Eastern Europe and the former Soviet Union, they stressed that support for those countries should not be at the expense of the traditional developing countries, many of whom were facing even more formidable problems. They also emphasised that the highest priority should be given to the needs of the poorest countries and to poverty reduction.

49. Emphasising the positive role that private resource flows could play in promoting development, Heads of Government welcomed the recent sharp expansion in these flows and urged countries which had not done so to adopt policies that would enable them to attract such flows on a wider scale. They called on the Secretariat to enhance its catalytic role in encouraging private flows to member countries. In that context, they welcomed the recent decision by Commonwealth Finance Ministers to endorse the proposal for the establishment of a Commonwealth Privatisation Fund and looked forward to its early implementation.

Money Laundering

50. Heads of Government identified money laundering as a serious threat to financial systems worldwide and agreed that the Commonwealth should support enhanced international co-operation in combating this financial crime. They commended the 40 recommendations drawn up by the Financial Action Task Force (the international body founded for this purpose in 1989), urged steps for their early implementation and asked Commonwealth Law Ministers, Finance Ministers and the Secretary-General to see how best to carry this forward. They welcomed the formation of the Caribbean Financial Action Task Force. They also agreed to invite Law Ministers and Finance Ministers to examine how Commonwealth countries could best work collectively to combat the laundering of proceeds of all types of serious crime, through appropriate legislation and maintaining regulatory standards.

Food Security

51. Heads of Government were of the view that resolving the related problems of poverty and food security must remain a strategic priority for the Commonwealth if sustainable development were to be achieved in member countries. Recognising that the majority of the poor and the hungry lived in rural areas, they considered it important that the Commonwealth

continued to offer support to member countries seeking to implement improved rural policies and programmes, specific poverty alleviation measures, noting the particular vulnerability of women and children, and strategies to increase food security.

Environment

52. Heads of Government reaffirmed the high priority they attached to environment issues and the pursuit of sustainable development as well as to the reduction of poverty through effective follow-up to the outcome of the 1992 United Nations Conference on Environment and Development (UNCED). They welcomed the progress being made toward the early entry into force of the Framework Convention on Climate Change and the Convention on Biological Diversity, and looked forward to a successful conclusion to the negotiations on a Convention to Combat Desertification and Drought as well as on the restructuring and replenishment of the Global Environment Facility. They stressed the need for all the Rio commitments to be translated urgently into action. They welcomed the positive outcomes of the first substantive meeting of the UN Commission on Sustainable Development and expressed their full support for the Commission's work in helping to ensure the effective implementation of Agenda 21.

53. Heads of Government expressed support for the Global Conference on the Sustainable Development of Small Island Developing States, to be held in Barbados in April 1994 and urged participation by all Commonwealth countries at the highest possible level. They noted that the Conference was of great importance not only to small states but to the entire international community, since it presented an early opportunity for implementation of the commitments reached at UNCED and for building a partnership for the implementation of Agenda 21. They also expressed the view that the Conference would make a major contribution in the search by small island developing states for more sustainable patterns of development and encouraged support for several of the expected outcomes of the Conference, including the Regional Sustainable Development Centres (RSDC); the Small Island Developing States Technical Assistance Programme (SIDS/TAP); a Small Island Developing States Information Network (SIDSNET) and for the creation of Regional Disaster Emergency Funds.

Role of the Commonwealth

54. Heads of Government noted with appreciation the progress made since their last meeting in pursuing the priorities enshrined in their Harare Commonwealth Declaration. They stressed the importance of maintaining the balance reflected in the Harare Declaration between the social and developmental activities of the Commonwealth and the promotion of fundamental political values. In that context, they welcomed the development of a rolling Strategic Three Year Plan by the Secretariat and the

establishment of the Steering Committee of Senior Officials to provide broad operational policy and resource allocation guidance and strategic direction to the work of the Secretariat. They expressed particular satisfaction at measures towards ensuring that the Secretariat's work was now programme-driven and that its activities were based on a critical examination of such factors as the Commonwealth's comparative advantage. They also welcomed the extensive restructuring and re-organisation of the Secretariat undertaken with a view to pursuing its objectives more efficiently and cost-effectively. They commended the Secretary-General for his efforts in bringing about these important changes.

55. Heads of Government noted with appreciation the numerous practical measures undertaken by the Secretariat to promote the Commonwealth's fundamental political values. These included activities to promote democratic processes and institutions, such as the provision of constitutional, legal and electoral experts and the organisation of workshops and seminars for sharing of experience. The successful monitoring of nine elections in seven member states since the Harare Meeting reflected positively on the Commonwealth's electoral role. In that respect, Heads of Government noted that, subject to the availability of funds, periodic meetings of experts to assess the Commonwealth's experience in that field and help build on its successes could be useful.

56. Heads of Government also noted with satisfaction the Secretariat's efforts to promote human rights in all its aspects, through the dissemination of information; the provision of opportunities for consultation and the sharing of experience and expertise; human rights education and training; and assistance with the establishment or strengthening of national human rights institutions and mechanisms. They asked the Secretariat to provide for increased allocations to that area as much as available resources would allow.

57. Reiterating the important role played by non-governmental organisations in the area of promotion of human rights, Heads of Government encouraged increased practical co-operation between the Secretariat and NGOs.

58. Heads of Government reaffirmed the support given at Harare for the Report of the Commonwealth Governmental Working Group of Experts on Human Rights and its recommendations.

59. Heads of Government warmly received the attached message from Ministers Responsible for Women's Affairs, especially the Commonwealth commitment to work towards a world in which women enjoyed their full rights and were equal partners in shaping the economic, political, social and cultural development of their countries. They expressed support for the actions proposed by the Ministers.

60. Heads of Government reaffirmed the Commonwealth's role in promoting sustainable socio-economic development, which

constituted a priority for the vast majority of its member states. They were firmly of the view that development issues should remain at the forefront of Commonwealth concerns and that the association should continue to stress delivery of technical assistance programmes in the areas of social and economic development; work for the achievement of a stable international economic framework within which growth could be achieved; for sound economic management recognising the central role of the market economy; the freest possible flow of multilateral trade on equitable terms; adequate flow of resources to developing countries; the development of human resources paying special attention to the needs of women, youth and children; and the protection of the environment through respect for the principles of sustainable development.

61. Heads of Government emphasised the importance of human resource development for the attainment of socio-economic and political progress in their countries. They commended the Commonwealth Working Group on Human Resource Development Strategies for its Report: **Foundation for the Future**. The Prime Minister of Jamaica proposed that the response to the recommendations of the Working Group should include a special human resource initiative embracing the inter-related areas of education, training, research and the professions, and with particular regard to the potential of youth. This initiative would seek to ensure better mobilisation of the human resource development capabilities of existing Commonwealth institutions. Heads invited the Secretary-General to initiate early consultations to prepare proposals for consideration first at official, and later at ministerial, level in 1994.

62. Heads of Government reaffirmed their conviction that the Commonwealth had a distinctive role to play in world affairs and that it was a growing force for good. They felt that such Commonwealth values as respect for pluralism, informality and belief in genuine consensus rendered it well placed to further serve its members and to assist the larger international community in the quest for early solutions to situations of potential or actual tension. They believed there would continue to be scope for the Commonwealth's good offices to be used to assist concerned member states at their request.

63. In the light of the foregoing, Heads of Government expressed their collective resolve to support and strengthen the Commonwealth association. Bearing in mind the extensive process of review and restructuring of the Commonwealth Secretariat, aimed at greater efficiency and cost-effectiveness, they agreed, if it emerged that additional resources were still required after available resources had been matched to needs, to consider making appropriate contributions.

Commonwealth Functional Co-operation

64. Heads of Government approved the attached Report of the Committee of the Whole on Programmes of Commonwealth Functional

Co-operation, including the Commonwealth Fund for Technical Co-operation (CFTC), the Commonwealth Consultative Group on Technology Management (CCGTM) and Commonwealth Sport. They expressed their conviction that all of these Programmes were of demonstrable benefit to member countries and provided vital underpinning to the Commonwealth association. They noted with concern the financial constraints faced by these Programmes in the last two years. They urged all concerned to make every effort to sustain and where possible increase their pledges to them.

Commonwealth Fund for Technical Co-operation

65. Heads of Government noted with approval the wide range of technical assistance provided to developing member countries under the CFTC. They expressed satisfaction with the renewed efforts by member countries to ensure that the Fund was adequately resourced to enable it to continue to deliver effectively technical assistance in the priority areas related to social and economic development charted by the Harare Commonwealth Declaration. In that context, Heads of Government welcomed the proposed review of the Secretariat's 'C' Programmes (Assisting Sustainable Development) wholly or partly funded by the CFTC.

Commonwealth Consultative Group on Technology Management

66. Heads of Government welcomed the achievements of the CCGTM and the importance of the application of technology in development. They commended the initiative to establish a CCGTM/Private Sector Partnership launched by the Prime Minister of Malaysia in February 1993 which sought to promote a co-operative global approach to the harnessing of technology for development through public and private sector partnerships. In noting the valuable services which the CCGTM sought to provide to member governments, Heads of Government welcomed new pledges of support from some members and urged others to follow suit in order to lessen the current constraints on the CCGTM's core resources. They requested the Secretary-General to examine, through a working group, the most appropriate financial and organic structure for the CCGTM, with a view to enabling it to operate its Private Sector Partnership according to acceptable accountability principles, and for the Secretary-General to report back to them within six months.

Youth Affairs

67. Heads of Government commended the success of the Commonwealth Youth Programme. They welcomed the proposal of the Prime Minister of Sri Lanka for a Global Summit on Youth at an agreed date and invited the Secretariat to consult with member countries on the pursuit of this initiative.

Commonwealth Sport

68. Encouraged by the progress achieved by the CHOGM Committee on Co-operation through Sport, Heads of Government commended the Committee on its work since Harare and expressed support for the Committee's initiatives, particularly with regard to Commonwealth youth and social development.

69. Heads of Government expressed their best wishes for the successful hosting of the XVth Commonwealth Games in Victoria, British Columbia, Canada, during 18-28 August 1994. They accepted with pleasure the Canadian invitation extended to all governments to participate in the 1994 Commonwealth Games.

Commonwealth of Learning

70. Heads of Government received with satisfaction the Report from the Commonwealth of Learning and an independent Progress Review which commended the achievements of the organisation since its inception. They noted, however, the grave financial situation now facing the Commonwealth of Learning. They made a strong appeal for increased contributions from a greater number of member countries with the intention of maintaining its valued services and of ensuring the pan-Commonwealth character of the organisation.

Commonwealth Foundation

71. Recognising the importance of people-to-people co-operation within the Commonwealth, Heads of Government commended the Commonwealth Foundation for its continued commitment to the advancement of the Commonwealth network of non-governmental organisations and for its endeavours in achieving social development activities, especially involving young people. They endorsed the new budgetary procedures adopted by the Foundation's Board of Governors and welcomed the Foundation's special report documenting its achievements over the past 27 years. They further reaffirmed the autonomy of the Commonwealth Foundation and renewed its mandate.

Committee of the Whole

72. Heads of Government agreed that the Committee of the Whole should in future deal with the item on functional co-operation and be authorised to commence work in advance of the Executive Session of the next CHOGM, in order to submit a report at the start of the Meeting.

Secretary-General's Term of Office

73. Heads of Government decided to offer Chief Emeka Anyaoku a further five-year term of office, commencing on 1 July 1995.

They resolved that, from 1 January 2000, the term of office for any subsequent Secretary-General would be four years, with a maximum of two terms for any one incumbent.

Next Meeting

74. Heads of Government accepted with pleasure the invitation from the Government of New Zealand to host their next meeting in 1995.

Commonwealth Secretariat
Le Meridien Hotel
Limassol

25 October 1993

COMMONWEALTH FUNCTIONAL CO-OPERATION: REPORT OF THE COMMITTEE OF THE WHOLE

Commonwealth Fund for Technical Co-operation

The Committee affirmed its confidence in the development co-operation work carried out by the Commonwealth Fund for Technical Co-operation (CFTC). It reaffirmed the importance it placed on the CFTC programmes and expressed appreciation of the effective way in which these were meeting urgent needs for expertise, training and technical assistance in the vital area of social and economic development.

2. The Committee noted with satisfaction the high reputation the CFTC had gained as well as the role it played in complementing the work of other development organisations. The Committee noted that with its flexible and low-cost operations, the CFTC was well placed to deliver practical and effective programmes among member countries at various stages of development.

3. The Committee wished to record the importance their governments attached to concentrating on areas of demonstrable comparative advantage, the setting of priorities for CFTC activities and to achieving value for money in their delivery. In that respect it noted the timeliness of the review of the 'C' Programmes (Assisting Sustainable Development) wholly or partly funded by the CFTC which had been called for by its governing bodies. It also agreed that, in consultation with member states, consideration should be given to a similar review of the remainder of the Secretariat's economic and social programmes.

4. The Committee noted with concern the financial constraints faced by the CFTC in the last two years. It urged all concerned to make every effort to sustain and where possible increase their pledges to the CFTC. In that regard, the Committee was gratified to hear from a number of its members news of pledges by their governments in the current financial year.

5. The Committee attached particular importance to maintaining the principle of programme integrity and unimpaired functioning of the separate Commonwealth voluntarily funded programmes as provided for in their respective Memoranda of Understanding. The Committee took note of the assurance once again provided to it that this principle was being respected. The authority of the various governing bodies with respect to, inter alia, the formulation of the operational plans of the voluntarily funded programmes and the new system of programme budgeting and accounting put in place by the Secretariat would provide the desired and required transparency in the use of funds.

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Southern Africa

6. The Committee heard many expressions of support for and appreciation of the Enhanced Commonwealth Programme of Technical Assistance for Namibia. Some members clarified their governments' future intentions as regards contributing to that programme for the remainder of its agreed duration until 1994. The Committee also noted the contributions which some members had been making to the Special Commonwealth Fund for Mozambique and on their consideration of future contributions to the new Capacity Building Fund for Mozambique.

Commonwealth of Learning

7. The Committee, having examined the report of the Board of Governors of The Commonwealth of Learning (COL) and that of the Progress Review Committee established to assess the institution's performance and achievements, commended the Board of Governors and the President and staff on the admirable progress made during the five years since COL was created.

8. It noted the wide range of activities being undertaken in many countries and was pleased to observe COL's increasing recognition internationally as a major source of expertise in distance education, the techniques of which were being widely adopted in promoting human resource development and in educational innovation and reform. The Committee was pleased to note that the conclusions of the COL Review Committee had been in general strongly positive and that it had found COL delivered services which were highly valued by clients in most parts of the Commonwealth, conclusions that were warmly endorsed. The Committee further noted the recommendation for an organisation and management review: it asked that this be undertaken expeditiously and that it include an examination of the governance structure.

9. The Committee welcomed member countries' reaffirmation of their commitment to COL, as an instrument of continuing Commonwealth co-operation. It recognised that COL's current budget of C$6 million reflected a reduction of 25 per cent from that of the two preceding years and that funds in prospect for 1994-95 were of the order of only C$3.5 million.

10. In the light of this situation, the Committee strongly urged all governments to contribute resources to enable the organisation to maintain its services.

Commonwealth Scholarship and Fellowship Plan

11. The Committee received with appreciation the Report of the Third Ten-Year Review Committee on the Commonwealth Scholarship and Fellowship Plan (CSFP). It noted with satisfaction that, since its inception, the Plan had made it possible for over 17,000 Scholars and Fellows from 56 independent countries and dependent territories to study in other Commonwealth countries,

thereby making a valuable contribution to the human resources needed for development. It noted in particular the conclusions of the Review Committee that the Plan was continuing to operate on the basis of its founding principles and that the quality of its Scholars and Fellows remained high.

12. The Committee expressed appreciation of the generosity shown by member countries in contributing to the CSFP, particularly by Britain, which had contributed more than half the awards made under the Plan to date, and by Canada, which had been responsible for a further quarter. Several other countries had made significant contributions but it considered that the current number of donors, nine countries in all, hardly reflected the expansion and development of tertiary education throughout the Commonwealth since the Plan began operations in 1960. The Committee emphasised the intended multilateral character of the CSFP and reaffirmed that each country should, as far as possible, endeavour to offer Commonwealth Scholarships and Fellowships either directly to its Commonwealth partners or through regional arrangements. The Review Committee had indicated in its Report a number of possible arrangements whereby developing countries which had not previously made awards could more easily be enabled to do so.

13. Some members of the Committee announced their governments' intention of resuming the award of Commonwealth Scholarships and Fellowships, or of offering them for the first time. Others agreed to review their governments' participation in the Plan and to notify the Secretary-General before the end of 1993 of the scale of their expected future contributions. On the basis of indications received, including a substantial increase in the number of awards by Australia, the Committee was gratified by the prospect that the total size of the Plan could well pass the milestone of 2000 awards by the next Heads of Government Meeting in 1995.

Student Mobility and Higher Education Co-operation

14. The Committee received the Seventh Report of the Commonwealth Standing Committee on Student Mobility and Higher Education Co-operation, recording the outcome of that Committee's meeting with representatives of over 30 interested governments aimed at reaching agreement on a favourable fee regime for Commonwealth students, as requested by Heads of Government at Harare. Many Commonwealth countries supported the Secretary-General's proposals, but consensus could not be achieved.

15. The Committee remained firmly of the view that promotion of intra-Commonwealth student mobility was vital to member countries' human resource development efforts and to future Commonwealth relationships, and that it should be a continuing concern of Commonwealth governments.

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16. In the light of the Standing Committee's Report, however, the Committee concluded that the primary thrust of progress to enhance student mobility was not likely, as had previously been hoped by many member countries, to occur through special concessionary action on fees and scholarships for full programmes of study in Commonwealth industrialised countries. Instead, the focus might shift to other modes of co-operation and exchange of the kind the London meeting had explored. These had included split-site study programmes, linkage schemes and joint degrees, establishment of off-shore campuses, support for study opportunities in developing countries and for the development of strengthened facilities there, and international study opportunities using distance education such as those provided by the Commonwealth of Learning. Recent steps in the development of the Commonwealth Higher Education Support Scheme and the establishment of the Commonwealth Universities Study Abroad Consortium, were welcome examples of innovative responses to that challenge.

Human Resource Development Strategies

17. The Committee commended the Commonwealth Working Group on Human Resource Development Strategies for its Report: Foundation for the Future. Recalling the priority accorded to human resource development in the Harare Commonwealth Declaration, the Committee recognised the importance of the five key strategies in national human resource development programmes identified by the Working Group: well-managed government, partnerships between government and non-governmental organisations (NGOs) and the private sector, priority for women and girls, innovative approaches to resource mobilisation, and the development and application of science and technology. The Working Group's proposal for national human resource development missions merited close consideration by governments, as a practical approach to addressing national priorities in a focused, task-oriented manner within set-time frames.

18. The Committee noted that the recommendations in Foundation for the Future had been couched mainly in terms of national strategies. In terms of the response to these recommendations the Jamaican Prime Minister had proposed that this should also cover a special human resource initiative embracing the inter-related knowledge-based areas of education, training, research and the professions, having particular regard to the potential of youth and the expected technological developments and requirements. The Jamaican Prime Minister's proposal would seek to ensure better mobilisation of the human resource development capabilities of existing Commonwealth institutions such as the Secretariat and CFTC; by The Commonwealth of Learning and the Commonwealth Foundation; by the Commonwealth Science Council and the Commonwealth Consultative Group on Technology Management; by the Association of Commonwealth Universities and Commonwealth professional associations; as well as through the Commonwealth Scholarship and Fellowship Plan. The Committee invited the Secretariat to embark on early consultations with other relevant

Commonwealth institutions and to prepare proposals for consideration. These proposals should be examined in the first instance at official level and then by Commonwealth Education Ministers at their next conference in 1994, taking particular account also of the view of ministers responsible for science and youth.

Health

19. The Committee considered the Report from Commonwealth Health Ministers, who met in Limassol in October 1992, on the progress made by countries in the development of national multi-sectoral AIDS control programmes. The effects of the disease were permeating all social and economic sectors through the incidence of disability and death within the most productive age-group. The continuing spread of AIDS in member countries was having a deleterious impact on child survival and development and on the health and welfare of people of all ages, and especially women. In the light of this, the Committee expressed concern that many countries had yet to establish functional multi-sectoral programmes.

20. The Committee urged all countries to increase their efforts to develop such AIDS control programmes, as called for by Heads of Government at Harare. As necessary, government policies should be modified in the interests of prevention of the spread of HIV, the mitigation of the socio-economic impact of AIDS, and the institution and support of humane treatment for those affected by HIV/AIDS, with special reference to women and AIDS orphans, using community-based approaches in all appropriate circumstances. The Committee recommended that Ministers of Health be requested to continue their monitoring role and to strengthen advocacy for national multi-sectoral action on the prevention and management of HIV/AIDS.

Child Survival and Development

21. The Committee commended member countries and UNICEF for action taken to promote child survival, protection and development. It noted with interest the memorandum presented by UNICEF on the Children of the Commonwealth outlining measures for implementing the Plan of Action of the 1990 World Summit for Children.

22. The Committee paid particular tribute to the many governments for their continued support for the Expanded Programme of Immunisation (EPI) in member countries. Noting that action by the public sector alone was inadequate for safeguarding the gains so far made in EPI, it urged the Secretariat, individual donors and other international agencies to continue assisting countries to develop and strengthen mechanisms, in collaboration with NGOs and the private sector, to ensure that the target levels of immunisation were sustained with the objective of eradicating the major diseases of childhood.

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23. Recalling the commitment at Harare, the Committee noted the mid-decade goals set for achievement by the end of 1995, especially those providing for the reduction of infant, child and maternal mortality and morbidity through immunisation, the eradication of polio, iodine-deficiency disorders, guinea-worm disease and Vitamin A deficiency, as well as those designed to achieve education for all and targeted reduction of gender disparities. It recommended to Heads of Government that Ministers of Health be requested to report at their forthcoming meeting on action taken at the national level to achieve these mid-decade goals.

24. The Committee welcomed the call made by the Vienna World Conference on Human Rights for universal ratification of the Convention on the Rights of the Child by 1995. In that context, it urged member governments that had not yet done so to ratify the Convention and recommended to Heads of Government that they discuss at their 1995 CHOGM progress made towards its realisation. They requested member governments to adopt means for the effective implementation of the Convention, particularly by bringing their national laws and practices into conformity with its provisions.

25. The Committee welcomed the Consensus of Dakar, which was aimed at improving the conditions of children and women in Africa, and urged all concerned to ensure its effective implementation. It noted with interest the Education for All Summit of the Nine Largest Countries, to be held in New Delhi in December 1993. Considering that four of the nine countries were Commonwealth member states, it requested the Secretariat and concerned member governments to contribute to the successful outcome of the Conference and to its effective follow-up.

Women and Development

26. The Committee heard with interest the measures which member countries were taking to combat discrimination against women. It commended to Heads of Government the recommendations emerging from the Cyprus Meeting of Ministers Responsible for Women's Affairs and asked that the Meeting's message be appended to its Report. It recognised that the 1995 United Nations World Conference on Women would be a landmark presenting a unique opportunity for the Commonwealth to use its shared history and political values and consensual approach to provide the rest of the world with a model on integrated, practical and innovative processes to achieve full equality for women. It agreed that complementary action should be taken by governments and the Secretariat to strengthen national machineries on women and development so as to ensure their effective participation at the World Conference and in the implementation of Commonwealth strategies. It called for increased financial and human resources to be provided as appropriate to such machineries. It was recognised that there was a need for a revitalised and forward looking Commonwealth Plan of Action on Women and Development, which would be grounded in the Commonwealth's fundamental values,

present a vision of Commonwealth women in the year 2000 and respond to new challenges facing women.

27. The Committee urged all governments to ratify the Convention on the Elimination of All Forms of Discrimination Against Women by 1995 and to endorse the draft UN Declaration on the Elimination of Violence Against Women. It expressed support for the proposal that special measures as appropriate be taken to increase women's participation at all levels of the political and decision-making process at national level and in Commonwealth organisations. Acknowledging the value of mainstreaming gender issues into all policies and programmes in order to achieve sustainable economic and environmental development, it urged governments to ensure that immediate action was taken towards implementation of the Ottawa Declaration on Women and Structural Adjustment and Agenda 21, especially the chapter in the latter focusing on 'Global Action for Women Towards Sustainable and Equitable Development'.

Youth Affairs

28. The Committee noted the importance their governments gave to ensuring that issues of concern to young people, who represented a large and ever growing proportion of the population of the Commonwealth, were given high priority in Commonwealth affairs. It affirmed the importance of the unique role which young people could play in tackling priority issues including the protection of the rights of youth and children, HIV/AIDS, creating employment opportunities and combating the abuse of drugs and alcohol. It noted the proposal of the Prime Minister of Sri Lanka for a Global Summit on Youth at a date to be agreed.

29. The Committee expressed support for the work of the Commonwealth Youth Programme the integrity of whose funding and management structure should be respected. It noted that the first meeting of Commonwealth Ministers for Youth Affairs had given particular attention to devising ways by which young people might be enabled to participate more effectively in national policy development and planning and commended the innovative measures taken to involve young people more actively in all the processes of the Commonwealth Youth Programme. It urged all governments to provide adequate financial support to the work of the Programme.

Social Development

30. The Committee drew attention to the importance of the World Summit for Social Development to be held in early 1995. In that regard, it encouraged Commonwealth countries, in their preparations for the Summit, to give special attention to the problems faced by poor and vulnerable groups including in particular the elderly and the disabled. The Committee requested the Secretariat to liaise with member states in highlighting these issues.

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Environment

31. The Committee emphasised the importance their governments were giving to environment and sustainable development issues and their wish to see the commitments entered into at the Rio Earth Summit made operational as soon as possible. Several members emphasised the resource constraints their countries were facing in implementing UNCED's Agenda 21 and the need for enhanced transfers of resources and environmentally sustainable technologies. Attention was also drawn to the link between environment and development and the contribution which economic growth and the alleviation of poverty could make to environmental conservation and reduced rates of population growth. The Committee considered that reduced rates of population growth would be crucial to sustainable development and that special attention should therefore be paid to developing an integrated approach towards population policy and family planning programmes which promoted education, health and women's rights.

32. The Committee recognised the vital impact which climate change and sea-level rise could have on some of its member countries, in certain cases threatening their very existence. It encouraged those countries which had not done so, to ratify the framework Convention on Climate Change and the Convention on Biological Diversity. On the subject of drought and desertification, which affected a number of Commonwealth countries in Africa and elsewhere, the Committee urged an early conclusion of the Convention to combat drought and desertification.

33. Reflecting the composition of the Commonwealth, over half of whose members are small island developing states, the Committee attached the utmost importance to a successful outcome to the UN Global Conference on the Sustainable Development of Small Island Developing States, to be hosted by the Government of Barbados in 1994 and recommended participation at the highest level. The Secretariat would play an appropriate role before and after the Conference.

34. The Committee welcomed the convening of a Commonwealth Consultative Group on the Environment and commended to Heads of Government the main conclusions of the Group's first meeting, which was held at Ministerial level in June 1993 in the wings of the first session of the United Nations Commission on Sustainable Development (CSD). It agreed that the Commonwealth was a valuable forum for consultations on the environment and expressed the hope that the Group's future meetings would provide high level attention to sustainable development issues of particular concern to member countries.

35. The Committee welcomed the progress made in implementing the Iwokrama Rain Forest Programme, and was encouraged by the growing international interest in the Programme, as shown by the Global Environment Facility's approval of US$3 million of seed funding. It heard with interest of the formation of an interim Board of Trustees for the Programme and the initiation of specific project

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activities in areas such as bio-diversity and ethno-biology, and welcomed the support the Commonwealth Secretariat was providing in the Programme's implementation in partnership with the GEF and other institutions such as Britain's Overseas Development Administration. It stressed the importance of a continuing Commonwealth role in the Programme's evolution and called on potential donors to mobilise additional resources for the Programme's implementation.

Commonwealth Sport

36. The Committee reaffirmed the important role assigned to sport by the 1989 and 1991 CHOGMs as a means of strengthening Commonwealth co-operation, fostering Commonwealth values among young people and contributing to the development of the Commonwealth and the prosperity of its member nations. It endorsed the Report of the CHOGM Committee on Co-operation through Sport and expressed support for that Committee's initiatives to promote the Commonwealth, help address social and economic problems and bring the principles embodied in the Harare Declaration, such as human rights and gender equity, to bear in daily life across the Commonwealth.

37. Encouraged to hear of the progress achieved, the Committee urged governments to support the CHOGM Committee's work, particularly with regard to the important area of Commonwealth youth. It called on all member governments to extend support for the Commonwealth Games and the sharing of sport resources among member nations. It looked forward to further progress on the Commonwealth Children's Calendar, Sport Awards and Sport Charter.

Scientific and Technological Co-operation

38. The Committee took note of the major review carried out by the Commonwealth Science Council which had resulted in an improved focus in science and technology programmes. It called on all governments to support and actively participate in the work of the Council.

39. The Committee noted with appreciation the achievements of the Commonwealth Consultative Group on Technology Management (CCGTM) which had been providing advisory services to member governments through its co-operative network of professionals who were providing their expertise on a voluntary basis. It commended the initiative to establish a CCGTM/Private Sector Partnership launched by the Prime Minister of Malaysia in February 1993. This had the objective of promoting a co-operative global approach to harness technology for development by combining the human and financial resources, strengths and advantages of the public and private sectors. While welcoming the pledges of support announced by some members, the Committee underscored the urgent need for others to follow in order to lessen the current constraint on CCGTM core resources. Attention was drawn to the need for the CCGTM's financial and organic

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structure to be revised to promote its co-operative networking and co-operative resourcing and to accommodate the requirements of the private sector partnership.

Drug Abuse and Illicit Trafficking

40. The Committee noted with concern the ever growing problem of drug abuse and illicit trafficking which had now spread to countries which had neither the experience nor the infrastructure and other resources to deal with it.

41. The Committee recommended that Heads of Government urge all Commonwealth governments that were not party to the 1988 United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances to adhere to the Convention and enact the necessary domestic legislation as soon as possible; to support the United Nations Drug Control Programmes and enhance international co-operation against drug trafficking; to adopt the recommendations of the Financial Action Task Force as appropriate; to take advantage of the advisory and assistance facilities available in the Dublin Group of donor countries; and to adopt appropriate domestic legislation to trace, freeze and confiscate the proceeds of drug trafficking and money laundering.

42. The Committee asked the Secretariat, in close collaboration with UNDCP and other relevant bodies including regional organisations, to continue to organise appropriate training and other activities to counter aspects of both supply of and demand for illicit drugs. It urged member countries to develop common bilateral or multilateral approaches to deal with illicit trafficking and to implement the Commonwealth Scheme for Mutual Assistance in Criminal Matters.

43. The Committee noted that criminality, violence and disruption of the social, economic and political fabric were closely associated with drug abuse and trafficking. It recommended that Commonwealth Law Ministers be invited to give priority attention to legislative programmes which would ensure that their countries were in a position to meet the threat posed domestically and to render legal assistance to other countries in respect of any drug trafficking offences.

Commercial Crime and Money Laundering

44. The Committee expressed concern over the rapid growth of commercial and other white collar crime at both national and international levels. It acknowledged the serious effect such crime could have on nations, particularly small states, and on the lives of their citizens who stood to lose hard earned means of support. Recognising that effective combating of the problem required enhanced international co-operation, the Committee recommended that Law Ministers be invited to consider appropriate methods of enhancing such co-operation, including the provision

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of training and assistance and the development of such further co-operative schemes and arrangements as might be appropriate.

45. The Committee identified money laundering as a serious threat to financial systems worldwide and noted that smaller Commonwealth countries were particularly vulnerable as a result. It recognised that the control of any significant part of a national economy by owners of the proceeds of criminal activity was likely to have a corrosive effect on the wider economy and society. The Committee called for enhanced international co-operation in combating international financial abuse. It endorsed the recommendations drawn up by the Financial Action Task Force (FATF) in 1989 and agreed to take steps for their early implementation. It also welcomed the formation of the Caribbean FATF. The Committee proposed that Law Ministers and Finance Ministers be invited to examine the issues involved so as to determine how Commonwealth countries could best work collectively to combat the laundering of proceeds of all types of serious crime, through appropriate legislation and maintaining regulatory standards.

International Criminal Court

46. The Committee welcomed the work of the International Law Commission on the development of a draft statute for an international criminal court. While accepting the difficulties inherent in the realisation of the concept, it recognised that the successful culmination of this initiative could provide the international community with an important instrument against serious international crime. It recommended positive Commonwealth efforts in achieving consensus on the issue and proposed that Law Ministers be requested to undertake such further consideration of the issues involved and the means of implementing the proposal as might be appropriate.

Commonwealth Foundation

47. The Committee welcomed the Report of the Commonwealth Foundation and the publication <u>The Commonwealth Foundation: A Special Report 1966-1993</u> documenting the Foundation's achievements since its inception. It commended the Foundation for its most useful and effective work with the non-governmental Commonwealth, covering organisations in the field of socio-economic development, social welfare, the voluntary sector, the professions and culture. Recognising the autonomous nature of the Commonwealth Foundation and that its mandate derived from Heads of Government, the Committee agreed to recommend that in the Communiqué, Heads of Government approve the Report of the Commonwealth Foundation and reaffirm its mandate, budget and activities. It further agreed that at future CHOGMs the Foundation's Report should continue to be submitted directly to Heads of Government. The Committee also reaffirmed the importance Commonwealth governments attached to people-to-people co-operation within the Commonwealth.

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48. The growth and consolidation of the network of Commonwealth Liaison Units (CLUs) and the Foundation's development of a technical support programme for CLUs were noted with satisfaction. The Committee also noted the plans for the Second Commonwealth NGO Forum in 1995 which would report to the next Heads of Government Meeting. Expressing satisfaction with progress on the Commonwealth NGO Charter, the Committee acknowledged the valuable work of the growing family of Commonwealth Associations supported by the Foundation and the increasing prestige of its cultural awards schemes. It noted the value of close consultation between the Foundation and the newly established NGO Desk in the Secretariat in order to encourage complementarity and to avoid duplication of their work. Supporting their efforts at enhancing the capacity of NGOs, it noted that, for the first time, NGOs had been accredited to CHOGM.

49. The Committee commended the new budgetary principles and procedures adopted by the Board of Governors of the Foundation and agreed to their implementation with immediate effect.

50. The Committee welcomed the new Director of the Foundation, Dr. Humayun Khan, and expressed its appreciation for the services rendered by his predecessor, Mr 'Inoke Faletau.

AGENDA ITEM 6: OTHER BUSINESS

(ii) Contributions to Commonwealth Budgets

51. The Committee expressed concern at the growing levels of outstanding contributions to the Commonwealth Secretariat budgets. It noted that the arrears were now having a significant and detrimental impact on the liquidity of the Secretariat, affecting its ability to carry out its approved work programme. It agreed that there was need to take measures to encourage governments to meet their obligations.

52. The Committee recommended the following course of action: the Secretariat should, in the first instance, continue to encourage governments in arrears to pay their contributions without further delay. Thereafter, contributions outstanding as at 30 June 1993 would be settled by clearing the arrears in instalments based on a scheduling to be agreed with the Secretariat. The schedule would vary according to the merits of each case and ordinarily would not exceed a period of two years. In addition, governments would be expected to pay their current year's contributions. Subsequently, the Secretariat would report progress to the 1994 Senior Officials Meeting, especially in respect of governments entering into the agreed payment arrangements by that time. Senior Officials might, at that stage, wish to consider the proposals as outlined hereunder. First, countries which failed to meet the obligations and were two years or more in arrears in their contributions to the Commonwealth Secretariat's assessed budget, and had not agreed

arrangements to pay such arrears in instalments, might not expect to be considered for further technical assistance. Second, where a country continued to remain in arrears in contributions to the Secretariat's assessed budget for six years or more, it would be deemed to have opted to become a special member.

Commonwealth Secretariat
Le Meridien Hotel
Limassol

24 October 1993

MESSAGE TO COMMONWEALTH HEADS OF GOVERNMENT FROM MINISTERS RESPONSIBLE FOR WOMEN'S AFFAIRS

8 July 1993, Nicosia, Cyprus

We, the Ministers Responsible for Women's Affairs, in keeping with the policies of our governments, reaffirm our commitments to a world free of conflict in which women enjoy full human rights and are equal partners in shaping the economic, political, social and cultural development of their countries.

As we prepare for the 1995 United Nations Conference on Women to be held in Beijing, we believe that the Commonwealth, in view of its common history and fundamental political values, can serve as a model to the rest of the world through integrated, practical action to further the goal of full equality for women.

In view of the strategic and decisive role of Heads of Government within the Commonwealth, we ask Heads of Government to:

1. ensure that women play an effective role in the implementation of Agenda 21;

2. undertake to ensure that vigorous action is taken for the implementation of the Ottawa Declaration on Women and Structural Adjustment (1991) and that Commonwealth Finance Ministers report to them for the Commonwealth Heads of Government Meeting in 1995 on the implementation of the Declaration;

3. ensure the implementation of special measures in order to promote the full participation of Commonwealth women at all levels of the political and decision-making processes, including the Commonwealth Secretariat, the Commonwealth of Learning and other Commonwealth institutions;

4. ensure the participation of Women's Affairs Ministers and NGOs in the preparations for the Commonwealth Heads of Government Meeting and of Women's Affairs Ministers in the delegations to the Meeting;

5. make a commitment to the eradication of violence against women by endorsing the draft United Nations Declaration on the Elimination of Violence Against Women at the forthcoming 1993 United Nations General Assembly;

6. demonstrate their commitment to women's equality by providing national women's machineries with increased and adequate financial and human resources to support planning and preparations for the 1995 United Nations World Conference on Women and implement Commonwealth strategies for action on women's equality; and

/...

7. finally, as an expression of their recognition that women's rights are human rights, pledge to ratify, if they have not already done so, and implement the United Nations Convention on the Elimination of all forms of Discrimination Against Women.

Commonwealth Secretariat
Marlborough House
London SW1Y 5HX

September 1993

UNITED
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Forty-eighth session
Agenda item 124

IMPROVING THE FINANCIAL SITUATION OF THE UNITED NATIONS

Financing an effective United Nations: A report of the Independent Advisory Group on United Nations Financing

Report of the Secretary-General

I. PREFACE

1. In accordance with General Assembly resolution 47/215 of 23 December 1992, the Secretary-General has submitted a report (A/48/503) which provides a factual analysis of the financial situation of the United Nations. As foreseen in the preface to that report, this second report presents the comments of the Secretary-General on the report of the Independent Advisory Group on United Nations Financing entitled "Financing an effective United Nations", which was previously transmitted to the Assembly in the annex to a note by the Secretary-General (A/48/460).

2. The present report addresses broad policy issues concerning the question of establishing a secure financial base for the United Nations so that the Organization can fulfil its responsibilities effectively and in a timely fashion.

II. INTRODUCTION

3. The central argument of the report of the Independent Advisory Group is that "the United Nations must be assured of the timely availability of funds to meet the obligations placed on it by Member States" (A/48/460, para. 17). The report contains 21 recommendations intended "to provide more consistent and reliable funding of United Nations activities in the interest of the effectiveness of the United Nations and to facilitate the work of the Secretary-General. They are also intended to make it easier for Governments to meet their financial obligations to the United Nations" (ibid., para. 101).

4. The recommendations of the Independent Advisory Group merit careful and thorough review by the General Assembly with a view to strengthening the capacity of the United Nations to serve the international community. Each recommendation is reproduced in full. It is then followed by the Secretary-General's comments.

5. For his part, the Secretary-General had submitted to the General Assembly at previous sessions proposals for a secure financial base for the Organization: notably at the forty-second and forty-sixth sessions, in his reports on the financial crisis and situation of the United Nations (A/42/841 and A/46/600/Add.1). Proposals on the subject were also put forward in "An Agenda for Peace" (A/47/277-S/24111). Many of these proposals (including prompt payment of assessments, charging interest on late payments, an increase in the level of the Working Capital Fund, retention of budgetary surpluses, establishment of a peace-keeping reserve fund and authorization to obligate a certain percentage of the estimated cost of a peace-keeping operation once it is approved by the Security Council) are either partially or fully compatible with the recommendations of the Independent Advisory Group. In this connection, it is useful to note that some of the proposals have been acted upon by the Assembly.

III. RECOMMENDATIONS OF THE INDEPENDENT ADVISORY GROUP ON UNITED NATIONS FINANCING

Recommendation 1. "The division of United Nations expenditures into three categories - with the regular budget financed by assessed contributions, peace-keeping financed by a separate assessment and humanitarian and development activities financed largely by voluntary contributions - is appropriate" (A/48/460, para. 18).

6. The Secretary-General agrees that the categorization of the current United Nations expenditures under these three headings remains broadly valid. At the same time it is noted that the regular budget includes resource provisions that partially cover the cost of backstopping for peace-keeping operations; that one peace-keeping operation that was originally funded by voluntary contributions (the United Nations Peace-keeping Force in Cyprus (UNFICYP)) is now assessed for the cost that exceeds the voluntary contributions received. It should also be noted that support cost income emanating from peace-keeping and voluntary contributions is funding a number of programme support posts and activities.

7. With regard to the financing of peace-keeping operations by separate assessments, it is noted that the General Assembly has, since 1973, authorized an ad hoc scale which recognizes the special responsibility of the Permanent Members of the Security Council (see General Assembly resolution 3101 (XXVIII) of 11 December 1973).

8. In recent years, while not moving away completely from the position that humanitarian activities should be financed through voluntary contributions, Member States have included some amounts related to humanitarian activities in the budgets for peace-keeping operations. The United Nations Operation in Somalia (UNOSOM) was the first peace-keeping operation whose budget included a number of posts (49) for the coordination of humanitarian assistance activities.

9. By its resolution 46/182 of 19 December 1991 (annex, sect. IV (a)), the General Assembly decided to establish, under the authority of the Secretary-General, a Central Emergency Revolving Fund as a cash-flow mechanism to ensure the rapid and coordinated response of the organizations of the United Nations system. It was decided that the Fund should be put into operation with an amount of $50 million and should be financed by voluntary contributions. Resources would be advanced to the operational organizations of the system on the understanding that reimbursement to the Fund would be a first charge against voluntary contributions received in response to consolidated appeals. The operation of the Fund would be reviewed after two years.

10. As at 30 September 1993, 27 countries and one non-governmental organization had contributed $48.8 million to the Fund. Seven organizations of the system had obtained advances from the Fund in amounts totalling $52.7 million to finance 17 projects or operations. As of the same date, some $22.4 million has been reimbursed to the Fund. The cash balance at 30 September 1993 was $19.5 million.

A. Regular budget

Recommendation 2. "The consensus procedure for approving the regular budget should be continued in future years" (A/48/460, para. 20).

11. The Secretary-General supports this recommendation, which is addressed to Member States. In this connection, it is noted that the programme budgets for the bienniums 1990-1991 and 1992-1993 were approved by consensus.

Recommendation 3. "All countries must pay their assessed United Nations dues on time and in full. Countries with past arrears should pay them as quickly as possible. This responsibility is particularly great for the large contributors" (A/48/460, para. 30).

12. The Secretary-General fully supports the thrust of this recommendation, which is addressed to Member States.

13. Difficulties arising from non-payment of contributions have been pointed out by the Secretary-General. In his 1991 report on the financial situation of the United Nations, the Secretary-General stated:

> "Over the years, innumerable reports of the Secretary-General have stressed the need for Member States to pay their assessed contributions in full and on time. The General Assembly, in successive resolutions for more than 25 years, has reiterated the same point and has recalled that this is a legal obligation of Member States under the Charter of the United Nations. Nonetheless, Member States still fail to honour their obligations in this regard" (A/46/600/Add.1, para. 22).

14. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) agreed with the Secretary-General's views in its related report (A/46/765).

15. The Organization has historically experienced problems of inadequate cash during certain periods of the year. However, in recent years their severity and

frequency has increased to the point of being continuous. The Secretary-General is concerned that this situation seriously jeopardizes his ability to meet his ongoing obligations.

16. In this connection, it is noted that at the height of the Organization's financial difficulties, some Member States paid their assessed contributions in advance. For example, Australia, Canada, Colombia and Mexico fully or partially paid their 1992 assessments in 1991. In 1992, contributions were received from Algeria, Canada, Colombia and Kuwait towards their 1993 assessments. The Secretary-General deeply appreciates the good will of those Member States which made their assessed contributions in advance, despite parliamentary constraints. However, the only durable solution to the financial difficulties of the Organization is the full and prompt payment by all Member States.

> Recommendation 4. "The United Nations should require its Member States to pay their dues in four quarterly instalments, instead of in a single lump sum at the beginning of the year" (A/48/460, para. 33).

17. The Secretary-General is of the opinion that this recommendation is feasible only if adopted as part of other changes agreed to by Member States which would ensure that the Organization has adequate cash reserves at all times of the year.

18. If adopted in isolation, this recommendation is not likely to improve the cash flow of the Organization. In fact, it may result in the collection of less money at the beginning of the year because those Member States which have been paying their annual assessments in full and on time at the start of the year might decide to pay in instalments. Conversely, there is no guarantee that those Member States which have not previously been paying early in the year will now pay their quarterly assessments in full and in a timely manner.

> Recommendation 5. "In addition, the United Nations should be given authority to charge interest on late payments under the new quarterly schedule, with such interest being deposited in the Working Capital Fund" (A/48/460, para. 33).

19. The comments of the Secretary-General concerning "the new quarterly schedule" are contained in paragraphs 17 and 18 above. With regard to the scheme of charging interest on late payments and depositing such interest income in the Working Capital Fund, it is recalled that the Secretary-General has made similar proposals in the past.

20. In his 1991 report on the financial situation of the United Nations, the Secretary-General proposed instituting the practice of charging interest, at commercial rates, to those Member States which had not paid their assessed contributions within 60 days after issuance of a letter of assessment. Interest charges would apply to all assessments, whether for the regular budget, the Working Capital Fund or peace-keeping operations. They would also apply to all outstanding contributions, whether for prior or current periods. It was proposed that interest due be calculated quarterly and set at the average rate actually earned by the United Nations during that quarter on any cash invested, and that the interest owed by a Member State be considered an additional assessed contribution subject to the provisions of Article 19 of the Charter

(A/46/600/Add.1, paras. 23-26). The related views of the Advisory Committee are contained in its report (A/46/765).

21. In this connection, it should be noted that two of the specialized agencies that have been granted authority to charge interest on late payments (the Universal Postal Union and the International Telecommunication Union) have experienced a much higher collection rate than the United Nations.

22. There also appears to be more support for the principle of charging interest on late payments in recent years, as suggested by views expressed by delegations to the Fifth Committee at the forty-seventh session of the General Assembly.

23. The Secretary-General stands ready to elaborate on his 1991 proposals at the current session of the General Assembly.

> Recommendation 6. "In order to meet their treaty obligations, countries that appropriate their United Nations contribution late in the year should appropriate their regular United Nations dues earlier than they do at present, if necessary phasing in this change over several years" (A/48/460, para. 35).

24. This recommendation, if implemented, will help improve the financial situation of the United Nations. Accordingly, the Secretary-General welcomes this recommendation, which is addressed to Member States.

> Recommendation 7. "When a reliable way to pay its bills is established, the United Nations should stop borrowing funds from its peace-keeping accounts to cover regular budget expenditures" (A/48/460, para. 36).

25. The Secretary-General agrees with this recommendation, provided that a reliable means to pay the Organization's bills is established first. The Secretary-General interprets this recommendation to mean that the same principle is applicable to the borrowing of funds from the regular budget to finance peace-keeping operations.

26. Additional information on such borrowing is contained in the reports of the Secretary-General of June and October 1993 on the financial situation of the United Nations (A/C.5/47/13/Add.1 and A/48/503).

> Recommendation 8. "The level of the Working Capital Fund should be raised from $100 million to $200 million. The difference should be financed by a one-time assessment of $100 million" (A/48/460, para. 41).

27. The Secretary-General fully supports the recommendation for an increase in the Working Capital Fund.

28. In this connection, it is recalled that on the recommendation of the Advisory Committee, the General Assembly, in its resolution 36/242 of 18 December 1981, decided to increase the level of the Working Capital Fund from $40 million to $100 million. When formulating this recommendation, the Advisory Committee stated: "in 1963, the Working Capital Fund was equal to 43.1 per cent of the annual budget; the corresponding figure for 1981 is 6 per cent.

Furthermore, the continuing decentralization of activities from Headquarters has increased the requirements for imprest accounts all over the world. In all these circumstances, the Advisory Committee agrees that there is need to increase the level of the Working Capital Fund. In the Committee's opinion it would be prudent to set the level of the Fund at approximately two months of current net expenditure, i.e. at $100 million" (A/36/701, para. 13).

29. As early as 1981, the Secretary-General had proposed that the level of the Fund be increased to an amount corresponding to 25 per cent of the net annual level of the regular budget (A/C.5/36/28, paras. 26-31 and annex VI). This proposal was reiterated in his subsequent reports (A/C.5/40/16, paras. 34-37; A/45/830, para. 11 (c); and A/46/600/Add.1, paras. 37-43). The Secretary-General also suggested that future adjustments should be made as required to maintain the same relationship between the Working Capital Fund and the regular budget, and that, as in the past, the additional amount required should be financed by an assessment on all Member States, in recognition of the collective responsibility of the membership of the United Nations for the financial viability of the Organization (see A/46/600/Add.1, para. 43). In his 1992 report on the financial situation of the United Nations, the Secretary-General reiterated yet again his proposals for increasing the level of the Fund (A/C.5/47/13, annex I).

30. The Secretary-General maintains his strong view that the Working Capital Fund should represent 25 per cent of the net annual level of the regular budget. On that basis, the Working Capital Fund in 1994 should be set at $300 million (rounded). This would enable the Fund to fulfil its purposes of providing sufficient liquidity to enable provision of advances of such sums as might be necessary to finance budgetary appropriations pending the receipt of contributions, and of meeting unforeseen and extraordinary expenses of the Organization. A Working Capital Fund of $300 million would represent some three months' requirements in 1993.

> Recommendation 9. "The United Nations should speed replenishment of its depleted reserves by depositing budgetary surpluses owed to those Member States with regular budget arrears into the Working Capital Fund" (A/48/460, para. 42).

31. The Secretary-General considers that this is a useful recommendation. However, a further elaboration of the proposal and a technical analysis of its implications would be necessary before a final judgement can be made of its usefulness in addressing the Organization's financial problems.

> Recommendation 10. "The United Nations should not be given authority to borrow" (A/48/460, para. 46).

32. The Secretary-General has on several occasions proposed that authorization be given to him to borrow commercially, should the other sources of cash be inadequate (A/C.5/36/28, A/42/841, para. 21 (b), A/46/600/Add.1, para. 52, and A/C.5/47/13, annex I). A number of specialized agencies, including the Food and Agriculture Organization (FAO), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Meteorological Organization (WMO), have authority to borrow commercially and have exercised such authority on a number of occasions.

However, the Advisory Committee's position vis-à-vis the United Nations has been that borrowing in the open market would require the payment of interest, which could be substantial, and would thus impose additional burdens upon all Member States (A/36/701, para. 7; A/40/831, para. 12).

33. While maintaining his position that the United Nations should be authorized to borrow commercially, the Secretary-General believes that such authorization should be exercised only when no funds are available under any of the assessed activities. If the proposal was approved, any interest which the United Nations would need to pay on such commercial loans could, for example, be matched by the interest charged to those Member States which, because they did not pay their assessed contributions in full and on time, made such commercial loans necessary. At the same time, the Secretary-General notes that such a facility is not a substitute for adequate funding of the Working Capital Fund and the Peace-keeping Reserve Fund or non-payment of assessed contributions.

34. In 1987, the Secretary-General had requested that he be authorized to issue certificates of indebtedness in the amounts of arrears, secured by an assignment of those accounts receivable and repayable, without interest, when the arrears were paid in full. Such certificates of indebtedness would be open to subscription by Member States and international entities and would constitute, in fact, borrowing from Member States (A/42/841, para. 21 (c)). The Advisory Committee did not object to that request in principle, on the understanding, inter alia, that this would be on a one-time voluntary basis and would entail no additional cost to the regular budget (A/42/861, para. 7). To date, in the absence of any Member State interest in subscribing to such certificates of indebtedness, no certificate has been issued.

> Recommendation 11. "The regular budget assessment rate should be based on a 3- rather than 10-year average of Member States' GDP" (A/48/460, para. 50).

35. The Secretary-General considers that this recommendation should be referred to the Committee on Contributions.

B. Peace-keeping

> Recommendation 12. "The international community should be prepared to accept significantly increased peace-keeping costs in the next few years" (A/48/460, para. 63).

36. This recommendation is addressed to Member States.

37. It is noted that the scope and cost of United Nations peace-keeping have increased significantly in recent years. In 1989, the United Nations was operating six peace-keeping missions with a budget of $600 million, financed from peace-keeping assessments. The corresponding figures for 1993 are 16 missions with a budget of over $3 billion. It is axiomatic that the United Nations should be provided with the necessary resources to fulfil its responsibilities.

Recommendation 13. "In addition, because peace-keeping is an investment in security, Governments should consider financing its future cost from their national defense budgets" (A/48/460, para. 63).

38. This recommendation is addressed to Member States.

Recommendation 14. "The United Nations should establish a much larger revolving fund, set at $400 million, financed by three annual assessments" (A/48/460, para. 74).

39. The Secretary-General supports this recommendation.

40. By its resolution 47/217 of 23 December 1992, the General Assembly established a Peace-keeping Reserve Fund as a cash flow mechanism to ensure the rapid response of the Organization to the needs of peace-keeping operations. The level of the Peace-keeping Reserve Fund was set at $150 million to be financed in part by transfer of balances from two completed peace-keeping missions, the United Nations Transition Assistance Group (UNTAG) and the United Nations Iran-Iraq Military Observer Group (UNIIMOG), and in part by transfer from unused balances from the biennium 1986-1987 in the General Fund.

41. In February 1993, the Secretary-General reported that an initial amount of $59 million had been transferred to the Peace-keeping Reserve Fund from the special accounts of UNTAG and UNIIMOG after the preliminary closure of those accounts on 31 December 1992; that, in accordance with General Assembly resolution 42/217, the remaining amount required would be financed from the amount retained in the General Fund pursuant to General Assembly resolution 42/216 A of 21 December 1987; and that in view of the substantial unpaid assessments owed to the regular budget, it was not expected that a cash transfer to the Peace-keeping Reserve Fund from the General Fund would be possible for some time (A/47/898, paras. 3 and 4). Following the final 1992 closure of the UNTAG and UNIIMOG accounts, an additional amount of $5.2 million was transferred to the Peace-keeping Reserve Fund, thus increasing its level to $64.2 million. As at 30 September 1993, a total of $59.7 million had been loaned to certain ongoing peace-keeping operations from the Fund to meet their temporary cash requirements. The available cash balance in the Peace-keeping Reserve Fund amounts to $4.5 million. As at 30 September 1993, the General Fund was not yet in a position to transfer the amount of $85.8 million to the Peace-keeping Reserve Fund from the unused balances due to lack of liquid resources in the General Fund.

42. The major purpose of the Peace-keeping Reserve Fund is to ensure orderly cash flow and adequate funds to start up new operations. As new missions are mounted, start-up cost requirements grow. The Secretary-General trusts that serious consideration will be given to enlarging the Peace-keeping Reserve Fund. Any review of the level of the Peace-keeping Reserve Fund should be considered in conjunction with the level of the Working Capital Fund. Both funds serve a similar purpose, namely, to provide a technical funding mechanism prior to the time at which Member States may reasonably be expected to pay their assessed contributions. In addition, the Working Capital Fund must also serve as "true" financial capital for the Organization and as a source of funds for unforeseen expenses. The Secretary-General has expressed the strong view that working capital levels should approximate three months of expenditures. However, in

view of the different nature of individual operations and their patterns of expenditure, the Secretary-General would support an increase in the level of the Peace-keeping Reserve Fund to $400 million, which represents slightly less than two months of expenditures.

> Recommendation 15. "The Advisory Group would also support a regular appropriation for peace-keeping training, at a level the United Nations considers appropriate to enable its staff and military contingents provided by Member States to deal with the increasingly complex duties they are assigned" (A/48/460, para. 76).

43. The Secretary-General supports this recommendation and understands that "a regular appropriation" means "a recurrent appropriation" in order to provide for the ongoing peace-keeping training activities.

44. Member States are responsible for the actual training of their military personnel and civilian police. The United Nations provides assistance and guidance to Member States in implementing peace-keeping training. For example, pursuant to General Assembly resolution 46/48 of 9 December 1991, a list of national peace-keeping training and similar activities was issued in 1992; it will be updated annually. A peace-keeping training manual was issued in May 1993. Handbooks for United Nations soldiers and military observers and guidelines for standard operating procedures for United Nations peace-keeping forces will be issued in 1994. In addition, suggested curriculums for national defense and staff colleges and a budget model for peace-keeping training are currently in preparation. For the biennium 1992-1993, there was some resource provision for training for peace-keeping and related missions from both the regular budget and from the support account for peace-keeping operations. For 1993-1994, it is proposed to provide $480,000 from the peace-keeping support account for the purpose of developing courses and training materials, and for seminars and workshops on legal and managerial aspects of peace-keeping operations.

> Recommendation 16. "The United Nations might consider the merits of a unified peace-keeping budget, financed by a single annual assessment" (A/48/460, para. 79).

45. The Secretary-General is in favour of this recommendation.

46. Currently, there are 16 peace-keeping operations financed by separate assessments. Since the mandate periods of these operations are normally for six months, at least 32 budget reviews must be undertaken in any 12-month period. There is a need to delink the mandate period of peace-keeping operations from their budget periods. It is considered appropriate that all ongoing missions that have been in operation for two years or more could be budgeted for on an annual basis and incorporated into a single unified budget presentation. A common time-frame would be a pre-requisite, preferably the calendar year.

47. Subject to an agreement by Member States, the unified annual budget could provide for contingencies in the event that there are enlargements of existing missions. In addition, appropriations would be provided on an annual basis. Approval of such a unified annual budget would provide the Secretariat with

appropriate spending authority. However, the issuance of letters of assessment would be subject to the renewal of the mandate of each operation by the Security Council and other requirements stipulated by the General Assembly. Amounts not utilized during a calendar year would be credited to Member States against their assessments for the following year.

48. There are clear advantages for having a unified peace-keeping budget. In particular, there would be a reduction in the overall number of budgets to be prepared and the time spent in their review and approval.

> Recommendation 17. "The Secretary-General should be permitted to obligate up to 20 per cent of the initial estimated cost of a peace-keeping operation once it is approved by the Security Council" (A/48/460, para. 83).

49. The Secretary-General concurs with the thrust of this recommendation. He is of the view, however, that he should be permitted to obligate up to one third of the initial estimated cost of the operation and that the amount should be assessed on Member States. This would provide a sufficient level of funding to meet start-up costs of the new mission and permit enough time for the preparation of a detailed budget that would reflect more accurately the requirements of the operation based on the knowledge and experience gained immediately following emplacement.

50. This recommendation should be considered in conjunction with the past experience regarding the collection of assessments after new peace-keeping operations have been established. Recent experience has shown that payments of peace-keeping assessments have not been prompt enough to meet ongoing obligations. This has resulted in the necessity to borrow from the Peace-keeping Reserve Fund as well as the regular budget. Moreover, payments to troop-contributing countries are chronically late. In early October 1993, the Organization owed some $605 million to troop-contributing countries.

> Recommendation 18. "All Member States with above average per capita incomes, except for the permanent members of the Security Council, should be included in the B group of developed nations, which pay the same rate of assessment for both peace-keeping and the regular budget. This change should be phased in over several years" (A/48/460, para. 87).

51. The placement of Member States into groups rests with the General Assembly.

52. It is recalled that in section II of its resolution 47/218 of 23 December 1992, the General Assembly "requested the Chairman of the Fifth Committee to call together an open-ended working group of the Fifth Committee during the forty-seventh session of the General Assembly to examine the placement of Member States in the groups for the apportionment of peace-keeping expenses, with the objective of establishing standard criteria, in order to ensure that that placement is applied in a consistent manner which could be used to allocate Member States to the groups for all future peace-keeping operations, and to report thereon to the Assembly at its forty-eighth session". In August 1993, the Coordinator of the Working Group informed the Fifth Committee that no substantive progress had been achieved and that owing to its importance,

it was felt that the issue should be considered during the forty-eighth session of the Assembly.

C. Voluntary funding

Recommendation 19. "In the interest of greater coordination and administrative responsibility, all United Nations programmes that are currently funded by voluntary contributions alone should have their administrative expenditures financed by assessed contributions (A/48/460, para. 95).

53. The Secretary-General will draw the attention of the concerned agencies and programmes to this recommendation.

Recommendation 20. "The voluntarily funded agencies should seek a larger portion of their funding from multi-year, negotiated pledges" (A/48/460, para. 96).

54. The Secretary-General will draw the attention of the concerned agencies and programmes to this recommendation.

D. Additional financing for the future

Recommendation 21. "Current proposals for additional, non-governmental sources of financing are neither practical nor desirable. For now, the system of assessed and voluntary contributions provides the most logical and appropriate means of financing the United Nations, as it permits and encourages Member Governments to maintain proper control over the United Nations budget and its agenda" (A/48/460, para. 99).

55. The assessed and voluntary contributions from Member States remain the most appropriate means of financing United Nations activities. However, the Secretary-General does not consider there to be any inconsistency in the Organization attempting to raise funds from non-governmental sources, using the trust fund mechanisms, so long as the activities to be financed are consistent with the established objectives and mandates of the Organization.

56. In 1991, the Secretary-General proposed the establishment of a United Nations Peace Endowment Fund, with an initial target of $1 billion. Since the absence of peace impacts upon Member States and individuals alike, the Secretary-General considered it logical to seek voluntary contributions to such a fund from Governments, interested organizations in the public and private sectors, as well as individuals all over the world (A/46/600/Add.1, paras. 57-63). "An Agenda for Peace" reiterated this proposal (A/47/277-S/24111, para. 70). The Advisory Committee considered that the establishment of such a fund required a policy decision by the General Assembly before such questions as its level and operating procedures could be reviewed and reported on by the Advisory Committee (A/46/765, para. 13).

57. In "An Agenda for Peace", the Secretary-General alluded to suggestions made by others in the course of public discussion for improving the financing of the

United Nations. These include a levy on arms sales that could be related to maintaining an arms register by the United Nations; a levy on international air travel, which is dependent on the maintenance of peace; authorization for the United Nations to borrow from the World Bank and the International Monetary Fund (IMF); general tax exemption for contributions made to the United Nations by foundations, business and individuals; and changes in the formula for calculating the scale of assessments for peace-keeping operations (ibid., para. 71). It is noted that these and other suggestions remain under discussion. In the future, when more concrete and feasible suggestions are made, the Secretary-General may make further proposals to secure additional means of financing the United Nations.

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IMPROVING THE FINANCIAL SITUATION OF THE UNITED NATIONS

Financing an effective United Nations: a report of the Independent Advisory Group on United Nations Financing

Report of the Secretary-General

Corrigendum

Page 8, paragraph 41, line 5

For resolution 42/217 read resolution 47/217

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QUESTION OF CYPRUS

INTERNATIONAL DRUG CONTROL

Letter dated 29 October 1993 from the Permanent Representative of Turkey to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith a letter addressed to you by His Excellency Mr. Osman Ertuğ, Representative of the Turkish Republic of Northern Cyprus.

I should be grateful if the text of the present letter and its annex would be circulated as a document of the General Assembly under agenda items 54 and 112.

(Signed) İnal BATU
Ambassador
Permanent Representative

93-59912 (E) 011193 021193

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ANNEX

Letter dated 28 October 1993 from Mr. Osman Ertuğ

I have the honour to refer to the statement made by the Greek Cypriot representative at the high-level plenary meeting of the General Assembly on 27 October 1993, on agenda item 112, entitled "International drug control".

Some of the remarks made by the aforesaid in the course of his statement constitute an exploitation of the meetings of the General Assembly for propaganda purposes and require an appropriate response. However, due to the usurpation and continued monopolization of the title of "the Government of Cyprus" by the Greek Cypriot regime since December 1963, I am compelled to respond to these allegations in writing.

1. Cyprus has never been under the occupation of Turkey either in whole or in part. It was, however, under the military occupation of Greece until 1974 with its 20,000 troops and officers who had been brought to the island in clandestine operations aimed at annexing the island to Greece (ENOSIS). This has been admitted by Greek officials at the highest level, while the invasion of Cyprus by that country was clearly spelled out by Archbishop Makarios in a statement to the Security Council on 19 July 1974, four days after the Greek Junta's coup d'état.

2. The Turkish Republic of Northern Cyprus is a country of laws with one of the lowest crime rates in the area, including in drug trafficking. The law enforcement authorities of the State are combating crime of all kinds with vigour and effectiveness in spite of lack of any international assistance.

3. By contrast, Southern Cyprus has been experiencing a dramatic increase in its crime rate, including drug trafficking, due to the laxity of the Greek Cypriot administration in dealing with crime. The Greek Cypriot press has been frequently reporting that incidents of violence, terror and drug-related offences have reached epidemic proportions in the South, threatening the very fabric of the Greek Cypriot society. This, in spite of the fact that the Greek Cypriot side has usurped all international assistance given to Cyprus for fighting such crimes.

In the light of the above, the Greek Cypriot representative's remarks about Northern Cyprus stand as a smokescreen for covering up his own administration's poor record in effectively fighting drug trafficking and crime in general. His exploitation of this subject at the General Assembly further aggravates the existing mistrust between the two peoples in Cyprus and hampers efforts for the creation of confidence between them.

I shall be grateful if this letter is circulated as a document of the General Assembly under agenda item 112.

(Signed) Osman ERTUĞ
Representative
Turkish Republic of Northern Cyprus

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Agenda item 170

THE SITUATION IN BURUNDI

Letter dated 1 November 1993 from the Permanent Representative of Rwanda to the United Nations addressed to the Secretary-General

On instructions from my Government, I have the honour to transmit to you herewith the text of the communiqué approved by the Regional Summit held at Kigali, Rwanda, on 28 October 1993 on the tragic situation in Burundi following the military coup d'état of 21 October 1993, which was directed against the institutions democratically established in that country after the democratic elections of June 1993.

The Summit, which was convened by the Head of State of Rwanda, decided, inter alia, that there was an urgent need to establish a stabilization force to restore confidence and security in Burundi.

In that regard, allow me to draw your attention to the content of paragraph 9 of the communiqué, concerning the invitation addressed to the United Nations authorities with a view to establishing, in consultation with the Secretary-General of the Organization of African Unity (OAU), the international force for stabilization and restoration of confidence in Burundi.

Given the serious nature of the situation in Burundi, which has consequences for the region and represents a possible threat to international peace and security, I wish, on behalf of the Government of Rwanda, to take this opportunity to address an urgent appeal to the Security Council to consider taking action concerning the recommendations of the Kigali Regional Summit and to take urgent measures to assist the people of Burundi in restoring peace and security and re-establishing the rule of law and constitutional order in their country.

I should be grateful if you would have the text of this letter and its annex circulated as a document of the General Assembly under agenda item 170.

(Signed) Jean-Damascène BIZIMANA
Ambassador
Permanent Representative of Rwanda
to the United Nations

ANNEX

Communiqué issued following the regional summit on the situation in Burundi held at Kigali on 28 October 1993

1. At the invitation of His Excellency Major-General Juvénal Habyarimana, President of the Rwandese Republic, a Regional Summit attended by the countries bordering on Burundi was held at Kigali on 28 October 1993. The Head of State of Rwanda was joined at the Summit by the Prime Minister and First Vice-President of the United Republic of Tanzania, the Honourable John Samuel Marecela, the Prime Minister of the Republic of Zaire, His Excellency Mr. Faustin Birindwa, and the Prime Minister of the Rwandese Republic, Her Excellency Mrs. Agathe Uwilingiyimana. The participants considered the tragic situation prevailing in Burundi as a result of the military coup d'état carried out on 21 October 1993 and directed against the democratically established institutions in the Republic of Burundi.

2. The current Chairman of the Organization of African Unity, the President of the Arab Republic of Egypt, was represented as an observer at the Summit by his Special Envoy, His Excellency Mr. Said Refaat, Under-Secretary of State for Foreign Affairs.

3. The Secretary-General of the Organization of African Unity, His Excellency Dr. Salim Ahmed Salim, participated at the meeting as an observer, as did the Minister of Health, of the legitimate Government of the Republic of Burundi, His Excellency Dr. Jean Minani, and the Minister of Justice, His Excellency Mr. Fulgence Bakana Dwima.

4. The President of the Rwandese Republic recalled the tragic situation that Burundi had been experiencing since 21 October 1993. He emphasized that the Kigali Regional Summit should make it possible to exchange information on the events in Burundi and to consider jointly ways and means to assist the people of Burundi to restore peace and security and also to re-establish the institutions established following the democratic elections of June 1993.

5. Dr. Jean Minani, Roving Ambassador and Plenipotentiary of the legitimate Government of Burundi, provided the Summit with detailed information concerning the tragic events which have shaken the country since 21 October 1993.

6. In their statements, the heads of delegations reiterated the condemnation by their countries and by the Organization of African Unity of the military coup d'état directed against elected institutions. They condemned, in particular, the assassination of the President of the Republic of Burundi, His Excellency Mr. Melchior Ndadaye, and some of his close associates, as well as the killing of innocent civilians. The Summit considered this attempted seizure of power by members of the military to be an event which ran directly counter to the democratic evolution of the African continent. The heads of delegations reaffirmed the steadfast commitment of their countries and of the Organization of African Unity to do their utmost to help to restore security and the rule of law in Burundi.

7. While thanking all the countries and international organizations for having supported the people of Burundi by firmly and unanimously condemning the coup d'état in Burundi, the Summit appealed to them to increase their political, diplomatic, material and financial support to the people of Burundi.

8. The Summit solemnly emphasizes that the situation in Burundi concerns not only the people of Burundi but also the countries of the region and Africa as a whole.

9. Specifically, the Summit agreed that there was an urgent need to establish a stabilization force to restore confidence and security in the country.

In that regard:

(a) The Kigali Summit requests the Secretary-General of the United Nations, in consultation with the Secretary-General of the Organization of African Unity, to establish this international force for stabilization and restoration of confidence, which should be composed of troops provided essentially by African countries chosen in consultation with the legitimate Government of Burundi;

(b) Some of the countries participating in the Kigali Summit expressed their immediate readiness to form part of this force for stabilization and restoration of confidence in Burundi;

(c) The Kigali Summit requests the Secretary-General of the Organization of African Unity to follow very closely the implementation of the decisions taken by the Kigali Summit;

(d) In order to avoid any escalation of the violence in Burundi, the Kigali Summit urges all Burundi military personnel to return to their barracks.

10. The Kigali Summit appeals to the international community to provide material, financial and technical assistance to the international force for stabilization and restoration of confidence in Burundi.

11. The Kigali Summit also appeals to the international community to make a practical gesture to stop the massacres of innocent populations in Burundi and to help the people of Burundi to find a final solution to these recurrent tragedies.

12. Lastly, the Kigali Summit appeals to the international community to provide emergency assistance to the hundreds of thousands of refugees in the countries bordering on Burundi and to the displaced persons inside that country.

13. The Prime Minister and First Vice-President of the United Republic of Tanzania, the Honourable John S. Malecela, and the Prime Minister of the Republic of Zaire, His Excellency Mr. Faustin Birindwa, expressed to His Excellency Major-General Juvénal Habyarimana, President of the Rwandese Republic, and to the Government and people of Rwanda, their gratitude for the

warm and fraternal welcome extended to them and to their delegations during their stay in Rwanda.

Kigali, 28 October 1993

For the Rwandese Republic

(Signed) HABYARIMANA Juvénal
Major-General
President of the Republic

For the United Republic of Tanzania

(Signed) John S. MALECELA
Prime Minister and
First Vice-President

For the Republic of Zaire

(Signed) Faustin BIRINDWA
Prime Minister

In the presence of

(Signed) Dr. Salim Ahmed SALIM
Secretary-General of the
Organization of African Unity

(Signed) Said REFAAT
Special Envoy of the President
of the Arab Republic of Egypt,
Current Chairman of the
Organization of African Unity

(Signed) Dr. Jean MINANI
Minister of Health
Roving Ambassador and Plenipotentiary of the Legitimate
Government of the Republic of Burundi

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ELECTIONS TO FILL VACANCIES IN SUBSIDIARY ORGANS AND OTHER ELECTIONS: ELECTION OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Note by the Secretary-General

1. By its decision 45/319 of 21 December 1990, the General Assembly, on the proposal of the Secretary-General (A/45/890), elected Mrs. Sadako Ogata as United Nations High Commissioner for Refugees for a three-year term of office beginning on 1 January 1991.

2. By its resolution 47/104 of 16 December 1992, the General Assembly decided to continue the Office of the United Nations High Commissioner for Refugees for a further period of five years from 1 January 1994.

3. The Secretary-General proposes to the General Assembly that the term of office of Mrs. Sadako Ogata as United Nations High Commissioner for Refugees be extended for a period of five years, beginning on 1 January 1994 and ending on 31 December 1998.

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Agenda item 31
THE SITUATION OF DEMOCRACY AND
HUMAN RIGHTS IN HAITI

SECURITY COUNCIL
Forty-eighth year

Letter dated 1 November 1993 from the Permanent Representative of the Netherlands to the United Nations addressed to the Secretary-General

I have the honour to inform you that, in accordance with Security Council resolution 875 (1993), the Government of the Netherlands has decided to dispatch a frigate and a maritime patrol aircraft of the Royal Netherlands Navy in order to ensure compliance with Security Council resolution 841 (1993) relating to the supply of petroleum and of arms and, in particular, to detect and/or detain all ships bound for Haiti whenever necessary in order to inspect their cargo and verify their destination.

I should be grateful if you would have this letter circulated as an official document of the General Assembly, under agenda item 31, and of the Security Council.

(Signed) Nicolaas H. BIEGMAN
Ambassador
Permanent Representative

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